

# CALIFORNIA SCHOOLS

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### COVER DESIGN

A combination two room-auditorium school in Topanga Canyon, adapted to a very sloping site.

## An Appreciation

VIERLING KERSEY, *Superintendent of Public Instruction*

The 1935 Legislature of California was confronted with a group of problems and issues which were probably more serious in nature and difficult of solution than those which have challenged any previous Legislature in the history of the state. Financial problems loomed particularly large. In addition to the problem of the state budget involving a program of expenditures to meet the many and varied needs of state government, the problem of securing the necessary revenues was even more difficult. This problem was complicated by a huge deficit which had been accumulated. The existing tax system and sources of revenues were inadequate. Due partly to the transfer of operative property to local tax rolls it became necessary to find new tax sources for state revenue. A second group of problems centered about social security. In common with other states and the nation as a whole, it was necessary for California to participate to an increasing degree in a sound relief program. Without mentioning other of the many problems, it is apparent that the task facing the 1935 Legislature was indeed a tremendous one.

Many of the problems of the Legislature involved education. School district reorganization, the status of the teachers colleges, district junior college support, teacher tenure, and teacher retirement were among the major educational problems considered. While problems relating to education were not the most important from the standpoint of their urgency, nevertheless education as we conceive it is of first importance as a state function, and educational problems receive due consideration.

During the course of the legislative session just completed, a most agreeable relationship prevailed between the Legislature and its various committees on the one hand and the State Department of Education and other organizations representing the educational interests of the state on the other hand. Persons interested in the passage of particular educational bills were accorded full opportunity to present their reasons before the legislative committees handling the bills.

During the rush of the last few days of the session in particular, were representatives of education extended rather unusual courtesies. Just before the session closed, the Superintendent of Public Instruction was invited by the Lieutenant Governor to sit and advise with him concerning the action which should be taken on the many educational

measures which remained for consideration before adjournment. The advice of the Superintendent was followed by the Senate in practically all instances. Similar courtesies were extended to other members of the Department of Education staff. As the time approached for adjournment several instances occurred where bills were passed almost unanimously and without discussion upon recommendation by a member of the Legislature made on the basis of approval of the bill by a member of the Department. This was particularly true in the Assembly.

The attitude of the state administration in connection with the State Department of Education on legislation affecting education has been extremely cooperative. There is assurance that practically all educational bills which have passed the Legislature will be signed by the Governor. In certain cases, the passage of bills was assisted through the influence of a favorable attitude on the part of the administration.

Now that the Legislature has completed its work it is possible to appraise the results. The enactment of a tax program which gives promise of balancing the budget and wiping out the state deficit is an accomplished fact. The inauguration of a state income tax as a part of this program is a step in the direction of a more equitable tax system. The income tax will operate to distribute the tax burden more nearly in accordance with ability to support government than most other forms of state taxation. The various relief measures and forms of social security legislation which were passed will very definitely stimulate the recovery movement.

In the field of education as a result of 1935 legislation, the essential structure of the state educational system has been well maintained. In addition, certain constructive changes have been effected. A summary of all 1935 legislation affecting education will be presented in a bulletin to be issued by the Department of Education in the near future. A few of the major changes are mentioned here.

The Legislature passed the bill introduced at the request of the Department of Education effecting the unification of school districts with coterminous boundaries and governed by boards of identical personnel. The bill awaits the signature of the Governor. If signed, the bill will eliminate the confusion now existing where a governing board must meet separately as an elementary school board, as a high school board, and possibly as a junior college board. All employees in such unified districts will become employees of the unified district, thus making possible the transfer of employees between different levels of the school system without loss of tenure. The chief advantages of the bill lie in the consolidation of the fiscal affairs of the several districts

within a unified district and in the simplification of educational and business management.

The state teachers colleges have been made state colleges by Assembly Bill 174 which was signed by the Governor. This action will have the effect of further liberalizing these institutions and of making educational opportunities beyond the high school more freely available to the youth of the state. Furthermore, the budgets of the state teachers colleges were increased by approximately 10½ per cent, thus relieving to some extent the pressure of severe financial limitations in the colleges. It is definitely the intent of these institutions to continue as their major function the responsibility for teacher training.

Junior college support will be placed upon a somewhat better basis than during the previous biennium. The previous legislative appropriation was sufficient to apportion but \$85.43 in 1933-34, and \$94.40 in 1934-35 to district junior colleges per unit of average daily attendance in addition to \$2,000 per district junior college. Senate Bill 984, now awaiting the Governor's signature, provides that there must be added to the Junior College Fund from the State General Fund sufficient moneys to permit the apportionment of \$2,000 to each district junior college, plus \$90 for each unit of average daily attendance. If this bill is not signed, apportionments to district junior colleges will be governed by the appropriation made in the budget which amounts to \$90 per estimated unit of average daily attendance.

A better plan of teacher retirement is provided by Assembly Bill 794, now before the Governor. This bill provides for larger contributions from teachers than does the present plan, and further provides for more liberal retirement salaries.<sup>1</sup>

In anticipation of the 1937 Legislature, proposals for legislation affecting education should be planned well in advance on the basis of careful consideration of the educational needs of the state. A program of educational legislation should be formulated which will cover the solution of the major problems confronting education. It is highly essential that all educational interests should unite in the development and support of such a program. The number of bills introduced should be kept to a minimum so that attention may be concentrated on major issues. There should be absolute unity within the profession with respect to the legislative program. Experience during previous sessions of the Legislature shows convincingly that progress is difficult indeed if different groups representing education are not in agreement. Long term planning on a cooperative basis by all educational interests promises the best results for educational legislation in the future.

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<sup>1</sup>The essential features of this bill are summarized in *California Schools*, VI (June, 1935), 190-191.

The Superintendent of Public Instruction and the State Department of Education are deeply appreciative of the fine cooperation exhibited by local boards of education, by school officials, by professional organizations, and by the public at large in the various relationships involving the Legislature and educational interests. Such a spirit of cooperation is indeed gratifying. The effect of this working together by so many educational interests should be far reaching. It should result in a better understanding of the educational system and educational programs on the part of citizens throughout all parts of the state, and thus assist further educational progress.

Let us not be unmindful of the great friendship for education expressed and the many courtesies extended to us as individuals by our legislators. It would be distinctly in order for each of us, personally or by letter, to express due appreciation to our senators and assemblymen. Honest, earnest, sincere hard work engaged every legislator; at no time was bitterness toward teachers or the great structure of public education expressed during the session.

To your school you may well invite your legislators to become acquainted with your faculty and school patrons. This stimulates better understanding. I must express, very personally, my appreciation to the legislators, the attaches of the Legislature, to fellow state officers, to the Legislative Counsel Bureau, to cooperating professional groups, and to helpful, friendly individuals, all of whom joined in cementing a favorable attitude toward education.

Accept my sincere good wishes for happy summer experiences.



## **DEPARTMENTAL COMMUNICATIONS**

### **Office of the Superintendent of Public Instruction**

VIERLING KERSEY, Superintendent

#### **DR. EDWARD L. HARDY RETIRES**

On September 1, 1935, after twenty-five years of distinguished service, Dr. Edward L. Hardy retires from the presidency of the San Diego State Teachers College at San Diego. He has been a trail blazer in teacher training programs in California and rendered outstanding leadership several years ago in bringing the two year state normal schools to the status of four year state teachers colleges. More recently Dr. Hardy has contributed much to the extension of the scope and function of the seven California state teachers colleges, which becomes legally effective in September, 1935, when these institutions will operate under the title of state colleges, with broadened liberal arts offerings, but with teacher training as their major function.

#### **WALTER R. HEPNER APPOINTED PRESIDENT, SAN DIEGO STATE TEACHERS COLLEGE**

On September 1, 1935, Walter R. Hepner, Chief of the Division of Secondary Education of the California State Department of Education, will become president of the San Diego State Teachers College of San Diego, succeeding Dr. Edward L. Hardy who is retiring from active service. During the past two years Mr. Hepner has been directing a comprehensive program of secondary school curriculum reorganization. Immediately prior to his assumption of duties in the California State Department of Education he served as city superintendent of schools in San Diego for six years. His experience record includes high school administration and classroom teaching, an assistant superintendency, two city superintendencies, and teachers college, university extension, and summer session instruction.

#### **DR. AUBREY A. DOUGLASS APPOINTED CHIEF, DIVISION OF SECONDARY EDUCATION**

Dr. Aubrey A. Douglass, Head of the Department of Education, Claremont Colleges, Claremont, California, will become Chief of the Division of Secondary Education of the California State Department of Education on September 1, 1935, succeeding Walter R. Hepner, who

has been appointed to the presidency of the San Diego State Teachers College. Dr. Douglass is the author of widely used textbooks in education. For many years he has been actively engaged in secondary school curriculum revision activities and has served continuously on two of the major committees of the California State Department of Education which are concerned with the current secondary school curriculum reorganization program.

**RESOLUTION ADOPTED BY THE ASSEMBLY—  
WORK PERMITS FOR SCHOOL CHILDREN**

The attention of all school administrators is directed to the following resolution adopted by the Assembly of the Fifty-first Legislature on June 10, 1935, relating to the unlawful employment of school children. School officials are strongly urged to use all necessary measures to prevent such unlawful employment.

WHEREAS, By Article IV of Chapter I of Part II of Division I of the School Code the superintendent of schools of any city or county or of any county is given authority to issue permits to work to certain minors; and

WHEREAS, Many thousands of school children are employed in violation of said provisions of the School Code; and

WHEREAS, Child Labor in this State exists at an appalling rate; and

WHEREAS, It is the sense of this Assembly that child labor in this State should be kept at a minimum, and that permits to work for minors should not be granted so as to deprive any adult who is ready and willing to work of employment; now, therefore, be it

*Resolved by the Assembly of the State of California*, that the Assembly respectfully requests all county and city and county and city school officials to enforce with utmost diligence the provisions of the School Code referred to in this resolution; and be it further

RESOLVED, That the State Board of Education is requested to use utmost diligence in having said provisions of the School Code enforced; and be it further

RESOLVED, That said Board of Education and said county and city and county and city officials charged with the duties of enforcing the provisions of the School Code referred to in this resolution, enforce said provisions to the end that child labor in this State shall be reduced to the minimum; and be it further

RESOLVED, That a copy of this resolution be sent by the Clerk of the Assembly to the State Board of Education and to the governing boards of each school district in the State.



# INTERPRETATIONS OF SCHOOL LAW

## Supreme Court Decisions

### Constitutionality of District Retirement Salary Law

School Code section 5.1100, purporting to authorize the governing boards of any two or more school districts having the same personnel, in which districts five hundred or more teachers are employed, to establish a retirement salary plan for all teachers employed in the districts, is unconstitutional because the classification of school districts attempted is arbitrary and in violation of section 25 of Article IV of the California Constitution. (*Los Angeles City School District etc. v. Griffin*, 89 C. D. 850, --- Pac. (2nd) ----.)

## Appellate Court Decisions

### District as Entity Separate from Municipality

Section 7 of the Charter of the City and County of San Francisco, establishing residence qualifications for "all employees of the city and county," does not apply to employees of the San Francisco Elementary School District and the San Francisco High School District, which districts are entities separate and distinct from the city and county. (*Lansing v. Board of Education of the City and County of San Francisco*, 81 C. A. D. 948, --- Pac. (2nd) ----.)

### Liability of District for Injuries to Pupils

Where an eleven-year-old pupil of a public school played tag in a rest room in the school contrary to the regulations of the school, which were well known to the pupil, and while so playing bumped into a pipe, to which was attached a faucet, protruding from the wall of the rest room for two and one-half or three inches; the school district was not liable for the injuries sustained by the pupil, the maintenance of the pipe and faucet not constituting a dangerous or defective condition within the meaning of section 2 of Deering Act 5619. (*Bough v. Los Angeles City School District etc., et al.* 81 C. A. D. 1063, --- Pac. (2nd) ----.)

## **Attorney General's Opinions**

### **Color of School Buses**

Section 16 of the State Board of Education Regulations Governing Pupil Transportation, relating to the color of school buses, is a valid regulation, and the State Board of Education through the State Department of Education has the authority to enforce it, and the refusal of the governing board of the district to obey the regulation subjects the board and the district to disciplinary action. However, a concern which at the demand of a governing board of a school district painted a school bus in violation of the regulation is entitled to payment for the school bus, it not being a primary duty of the concern to see that the regulation was complied with. (A. G. O. 9976, June 11, 1935)

### **Conspiracy to Prevent Giving of Notice of Dismissal to Probationary Teacher**

Where the clerk of a school district is instructed by the governing board of the district to deliver a notice of dismissal to a probationary teacher of the district on or before May 15, under School Code sections 5.681 and 5.682, and the clerk and the teacher conspire to prevent the delivery of the notice of dismissal, the teacher cannot retain her position for the ensuing school year by claiming proper notice of dismissal was not given her. (A. G. O. 9966, May 25, 1935)

### **School Apportionments as First Claim on State Revenues**

The "revenues" referred to in section 15 of Article XIII of the Constitution are those which come into the state treasury unincumbered by prior appropriations and which are not in any sense "trust funds" for some special object or purpose. (A. G. O. 9981, June 11, 1935)

## FOR YOUR INFORMATION

### EDUCATIONAL BROADCASTS

#### Education Today

Beginning July 6, 1935, the State Department of Education will offer a series of dramatic sketches emphasizing summer recreational activities in California. The production will be directed by Norman Field and broadcast over station KGO on Saturday evening from 6:45 to 7 p.m. as follows:

- July 6—A Visit to a Boys' Camp
- July 13—A Visit to a Summer Camp
- July 20—A Visit to an Adult Camp
- July 27—Summer Recreation in Our Cities
- August 3—Education in Our City Parks

#### National Education Association Convention Broadcasts

The following broadcasts of the National Education Association Convention, to be held in Denver from June 30 to July 5, 1935, will be given over the Columbia network:

- Monday, July 1, 12:45 to 1:00 p.m.—Educating the Grownups, Lyman Bryson, Professor of Education, Teachers College, Columbia University.
- Tuesday, July 2, 11:15 to 11:30 a.m.—Discussion by one of the convention groups, under chairmanship of Homer W. Anderson, Superintendent of Schools; The Needs of Youth.
- Wednesday, July 3, 11:15 to 11:30 a.m.—Summary of action taken by teachers at convention, President Willis A. Sutton of the NEA, Superintendent of Schools, Atlanta, Georgia, and Willard E. Givens, Executive Secretary of the NEA.

#### You and Your Government

The National Advisory Council on Radio in Education is offering a new series, You and Your Government. The following broadcasts will be given over stations KECA, KFSD, and KGO, from 3:45 to 4:00 p.m.:

- July 2—The Tariff and Business Recovery; Francis Bowes Sayre, Assistant Secretary of State
- July 9—How Much Should the Drinker Pay? C. H. Morrissett, State Tax Commissioner of Virginia
- July 16—Missing the Intangibles; William Bennett Munro, California Institute of Technology; former President, American Political Science Association
- July 23—Does Real Estate Pay Too Much? Joseph D. McGoldrick, Columbia University; Member New York City Charter Commission; former Comptroller, New York City

- July 30—Tax Exemptions; Lawson Purdy, Comptroller, Corporation of Trinity Church; former President, New York Department of Taxes and Assessments
- August 6—Tax Dodging by Constitutional Amendment; Edwin A. Cottrell, Executive Head, School of Social Sciences, Stanford University

### **Closing of Congress**

The closing session of the 74th Congress, expected about July 15, will be the occasion of a most elaborate broadcast from Washington over the Columbia network. A score of microphones will be placed at strategic points in the Capitol. Speaker Joseph W. Byrne, Vice-president Garner, and Senate majority leader Joseph W. Robinson are among the dignitaries expected to participate.

### **A STUDY OF SCHOOL SALARIES RECEIVED IN THE UNITED STATES IN 1934-35**

An analysis and comparison of salaries actually received in various city school systems of the United States for the year 1934-35 has been completed by Henry W. Magnuson, Assistant in Research in the Oakland Public Schools. The study affords the reader a comprehensive view of the salary situation throughout the country, and provides a basis of comparison of school salaries in California cities with United States salaries in general.

Copies of the report may be secured from the Oakland Public Schools.

### **LIST OF THESES IN EDUCATION**

The United States Office of Education which for the past several years has been collecting graduate studies in education, has recently announced that it now has 1,804 masters' and doctors' theses available for reference through interlibrary loan.

The dissertations on file in the library of the Office of Education in Washington come from leading colleges and universities throughout the United States, and cover practically every phase of modern education.

Most popular doctors' theses subjects, according to this useful guide list, are school administration, curriculum making, education in foreign countries, history of education, English language, health education, psychology, school finance, and tests and measurements.

A guide list of 797 doctors' theses in education appearing as Office of Education Pamphlet No. 60 is available for ten cents from the Superintendent of Documents, Government Printing Office, Washington, D. C.

# PROFESSIONAL LITERATURE

## REVIEWS

HENRY H. LINN. *Practical School Economies*. New York: Bureau of Publications, Teachers College, Columbia University, 1934. Pp. xxiv + 461.

Economy is an essential characteristic of good management in all fields and at all times. In public school administration the problem of economy has assumed a position of first importance due to the general economic situation prevailing during the past few years. As school revenues have been reduced it has become necessary to reduce expenditures. This, school administrators have done, and it is undoubtedly true that school expenditures have been lowered to a much larger extent during the immediately preceding years than those for any other major function of government. In many cases such drastic retrenchments have been forced that school services have been eliminated or severely impaired. It is the task of the school administrator to save money wherever possible, but at the same time retain the highest possible degree of efficiency. The publication of a practical guide to assist in meeting this situation is most welcome.

*Practical School Economies* deals with all phases of public school expenditures and suggests feasible, wise economies in each. Four chapters of a somewhat general nature serve as introductory material for the detailed discussion of specific economies which follows. The volume opens with a brief chapter on rising costs of public education wherein are discussed such factors as increased enrollment, particularly in the secondary school; expansion of the educational program; better trained teachers; and changed value of the dollar. Chapter II presents a few basic reasons for inefficiency in the administration of school finances, stressing decentralization of control, and pointing out practices in school administration which have become practically obsolete in private business.

The real meaning of economy is discussed in Chapter III, entitled True Versus False Economies in School Administration. The author warns against confusing economy with retrenchment or mere money saving, and emphasizes the concept of true economy as obtaining the maximum in return for money spent. To make clear the meaning of economy several examples of both true and false economies are cited. As examples of true economy are cited the employment of a good superintendent at a good salary, the purchase of a building site in advance of need at a substantial saving, obtaining better utilization of facilities. Some of the false economies mentioned are the purchase of cheap materials that result in inferior instruction, purchase of a lower grade coal which involves higher unit costs for heating, and postponement of building maintenance which results in increased deterioration.

Chapter IV deals with certain general procedures basic to business efficiency and economy, stressing various phases of accounting, budgetary procedures, inventories, and office practice.

Another chapter considers economy from the standpoint of income control and suggests specific procedures for assuring full returns from various sources of school revenues.

The remaining chapters discuss in considerable detail the economies which may be effected under the following expenditure classifications: supplies, general control, instructional service, plant operation, plant maintenance, fixed charges, capital outlay, and auxiliary agencies. Each of these chapters is packed full of specific suggestions for saving, many of them taken from instances where such savings have been accomplished in public school systems. References are included throughout the book to research on the subject of school economy and to reports in which savings of various types have been cited.

The author emphasizes the possibility of both large and small savings. Obviously the greatest possibility for large savings lies in reducing expenditures for teachers' salaries, either by reducing individual salaries or by decreasing the number of employees. The various factors contributing to the total expenditures for salaries are treated quite fully. The possibilities for small savings are manifold. As indicative of the extent to which the author has considered the various items in which small savings may be effected are listed a few of the many topics which are covered: reducing electric rates, reducing cost of telephone service, refinishing desks, standards for janitorial service, towel service, room utilization, routing of school buses.

This volume is recommended to school administrators as the best and most comprehensive treatise which has been written on the subject.

IVAN R. WATERMAN

JAMES L. MURSELL. *Principles of Education*. New York: W. W. Norton & Company, Inc., 1934. Pp. xii + 505.

In an effort to bring about a "clearer comprehension of what education means, and a better recognition of how it may be made more vital" James L. Mursell has written *Principles of Education* primarily for use as a textbook for teachers college classes. The presentations are equally applicable to educators already in the fields of elementary as well as secondary education.

The topics discussed in this book were determined by tabulating responses to a questionnaire sent to 210 teachers of courses in principles of education. These teachers were asked to indicate the topics used most extensively in their classes as well as those incidentally, and the most frequently mentioned topics were used as a basis for the discussions included in the book.

The author has an easy, interesting style and the volume is refreshing in spite of the many previous books written on the same subject. Throughout the book the influence of a fundamental thesis is felt; "the aim of education, as a process of readjustment, is to produce fitness for the problems of life." Society makes demands and education fits the individual to meet these demands, and so makes him what he is. This philosophy appears again and again in the answers to the significant questions which are used as chapter titles as well as for captions throughout the chapters.

One finds such questions as, "How may we deal with the problems of the individual?" discussed in a frank fashion. The author does not dodge the issue but states that the individual is frequently lost sight of "in the interests of a smoothly running administrative scheme." The discussion of such questions as "What qualities must education develop for the sake of effective family adjustment?"; "How may education seek to improve man as a consumer?"; "How may education break up economic classes?" and other vital considerations is found in the various chapters and these questions are answered by the fundamental premise, "the study of society must be the core of the curriculum."

The problems are discussed in an easy conversational style with frequent use of the first person singular. Concrete examples of the behavior of particular children in classroom situations makes the theories advanced meaningful and alive. The child as the purpose for which the schools exist is never lost sight of; the reader is never allowed to forget that these are human problems which are being discussed. For example: when the author discusses tests;

This is absolutely the best way of marking. Within its limits, which are the limits of the system, it is entirely just. . . . No, the system is water-tight.

But educationally, it is very bad. It is bad, precisely because it substitutes the motive of beating Johnny, for the motive of doing things because they are worth doing, and learning things because they are worth learning. It glorifies the mass. . . .

This example was chosen at random but it is worth noting that the reader will find the entire discussion relative to the use of measurement in education



a fine, fearless statement with no side-stepping of the practical issues involved. The author does not hesitate to voice a severe indictment of our present procedures and offer new ways of reporting to parents and of measuring results of school experiences.

The activity program is accepted without reservation by Mursell for the elementary as well as the high school. He says, "children come to school to learn basic social adjustments, not to master arithmetic, and reading, geography, and history. . . .

. . . the high school must stand for a continuation of a common, integrating education. It must simply go on with the work the elementary school has begun . . . it must teach subject matter for the sake of life, rather than for its own sake.

The administrator, the teacher, and the community are not neglected in the discussion. The need for leadership and interpretation of the meaning of education is repeatedly emphasized. *Principles of Education* furnishes vital material for profitable study and discussion by teachers, principals, supervisors, and superintendents.

GLADYS L. POTTER

### CURRENT PUBLICATIONS RECEIVED

BAIN, WINIFRED E. *Parents Look at Modern Education*, New York: D. Appleton-Century Co., 1935.

BELL, REGINALD. *Public School Education of Second-Generation Japanese in California*. Stanford University, California: Stanford University Press, 1935.

COMSTOCK, LULU MAE. *Per Capita Costs in City Schools, 1933-34*. United States Department of the Interior, Office of Education, Pamphlet No. 61. Washington: United States Government Printing Office, 1935.

*Conserving the Sight of School Children; A Program for Public Schools*. Joint Committee on Health Problems in Education. New York: National Society for the Prevention of Blindness, 1935.

*Cooperative Curriculum Revision*. Report of the Superintendent of Public Schools of the City of Wilmington, Delaware, for the Biennium Beginning July 1, 1933, and ending June 30, 1935. Wilmington, Delaware: The Star Publishing Company, 1935.

COVERT, TIMON. *Federal Grants for Education, 1933-34*. United States Department of the Interior, Office of Education, Leaflet No. 45. Washington: United States Government Printing Office, 1935.

CURTI, MERLE EUGENE. *The Social Ideas of American Educators*. Report of the Commission on the Social Studies, Part X. New York: Charles Scribner's Sons, 1935.

*Dirty, Worn-Out, Out-Moded Schoolbooks*. New York: The Macmillan Company, 1935.

FLANAGAN, JOHN CLEMANS. *Factor Analysis in the Study of Personality*. Stanford University, California: Stanford University Press, 1935.

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